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ABSTRACT

In early 1972, the Pennsylvania State Advisory Committee to the U.S. Commission on Civil Rights turned its attention to the growing Puerto Rican population in Philadelphia, a population estimated to be anywhere from 30,000 to 125,000. A two-day open meeting or informal hearing was held on June 6 and 7, 1972, to look at two major problem areas for Puerto Ricans in Philadelphia--education for their children, and housing for their families. On June 6, teachers, students, parents, Puerto Rican community leaders, and representatives of State, and local education agencies talked about the problems Puerto Ricans encounter in the city's elementary and secondary schools. The second day, June 7, was devoted to a discussion of housing. Residents of the Spring Garden and Northeast sections of Philadelphia covered the problems of substandard housing. They described the lack of public housing, the deteriorating conditions of most buildings, and the problems encountered by Puerto Ricans who would like to buy a home. Federal and local housing officials described various housing programs and the guidelines which must be met to secure funds for buying and rehabilitating housing. This report is based on background investigations by the field staff of the Commission on Civil Rights and the Pennsylvania State Advisory Committee, and testimony received during the open meeting. (Author/JM)

ATTRIBUTION: The findings and recommendations contained in this report are those of the Pennsylvania State Advisory Committee to the U. S. Commission on Civil Rights and, as such, are not attributable to the Commission.

This report has been prepared by the State Advisory Committee for submission to the Commission, and will be considered by the Commission in formulating its recommendations to the President and the Congress.

Prior to the publication of a report, State Advisory Committees afford any individuals or organizations that may be defamed, degraded, or incriminated by any material contained in the report an opportunity to respond in writing to such material. All responses received in timely fashion are incorporated, appended to, or otherwise reflected in the publication.

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PREFACE

The United States Commission on Civil Rights

The United States Commission on Civil Rights is an independent, bipartisan agency of the executive branch of the Federal Government created by the Civil Rights Act of 1957. By the terms of that act, as amended by the Civil Rights Acts of 1960 and 1964, the Commission is charged with the following duties: investigation of individual discriminatory denials of the right to vote; study of legal developments with respect to denials of the equal protection of the law; appraisal of the laws and policies of the United States with respect to denials of equal protection of the law; maintenance of a national clearinghouse for information respecting denials of the equal protection of the law; and investigation of patterns or practices of fraud or discrimination in the conduct of Federal elections. The Commission is also required to submit reports to the President and the Congress at such times as the Commission, the Congress, or the President shall deem desirable.

The State Advisory Committees

An Advisory Committee to the United States Commission on Civil Rights has been established in each of the 50 States and the District of Columbia pursuant to section 105 (c) of the Civil Rights Act of 1957 as amended. The Committees are made up of responsible persons who serve without compensation. Their functions under their mandate from the Commission are to: advise the Commission of all relevant information concerning their respective States on matters within the jurisdiction of the Commission; advise the Commission upon matters of mutual concern in the preparation of Commission reports to the President and Congress; receive reports, suggestions and recommendations from individuals, public and private organizations and public officials upon matters pertinent to inquiries conducted by the State Advisory Committee; initiate and forward advice and recommendations to the Commission upon matters in which the Commission shall request the assistance of the State Advisory Committee; and attend, as observers, any open hearing or conference which the Commission may hold within the State.

Recommendations to the United States Commission on Civil Rights

This report has been prepared for submission to the United States Commission on Civil Rights by the Pennsylvania State Advisory Committee. The conclusions and recommendations in this report are those of the Advisory Committee and are based upon the Committee's evaluation of information received at a public open meeting held in Philadelphia on June 6, 7, 1972, and on staff and Committee investigations. This report does not purport to be an exhausive study of Puerto Ricans in Philadelphia; it represents, rather, the Committee's view of some of the problems confronting Puerto Rican citizens and offers recommendations for action. Although this work is admittedly incomplete, the Committee hopes that it will serve as the basis for discussion of the issues reviewed and will prompt further investigation and study by Federal, State, local and private agencies. This report has been received by the Commission and will be considered by it in writing its reports and recommendations to the President, Congress, and Federal departments and agencies.

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INTRODUCTION

Many Puerto Ricans who come to the United States in search of a better life find themselves faced with a double set of problems. To begin with, they are looked upon as a minority group and must overcome those prejudices. In addition, although they are already American citizens, they encounter the same obstacles that immigrant groups have found -- language and cultural differences.

Aware of the frustrations and defeats faced by Puerto Ricans settling in cities in the Eastern United States, the U. S. Commission on Civil Rights initiated a study to look for solutions to some of the basic problems.

In early 1972, the Pennsylvania State Advisory Committee to the Commission turned its attention to the growing Puerto Rican population in Philadelphia, a population estimated to be anywhere from 30,000 to 125,000.*

A two-day open meeting or informal hearing was held on June 6 and 7, 1972, to look at two major problem areas for Puerto Ricans in Philadelphia -- education for their children, and housing for their families. The two concerns are closely related as most people realize. The character of the neighborhood often shapes the character of the school. For many Puerto Ricans, both are substandard. This has resulted in frequent changes of residence for the family and school

*The 1970 census count was 30,202; Daniel McKenna, former Deputy City Representative at the Mayor's office estimated 125,000; a 1970 survey by the Goya Company found between 72,000 and 75,000; the Governor's Council on Opportunities for the Spanish-Speaking estimated 125,000; the Executive Director of the Philadelphia Commission on Human Relations estimated 60,000.

transfers for the child. In some cases, when the search for a better life has proven fruitless, families have returned to Puerto Rico.

On June 6, teachers, students, parents, Puerto Rican community leaders, and representatives of State and local education agencies talked about the problems Puerto Ricans encounter in the city's elementary and secondary schools.

The second day, June 7, was devoted to a discussion of housing. Residents of the Spring Garden and Northeast sections of Philadelphia covered the problems of substandard housing. They described the lack of public housing, the deteriorating conditions of most buildings, and the problems encountered by Puerto Ricans who would like to buy a home. Federal and local housing officials described various housing programs and the guidelines which must be met to secure funds for buying and rehabilitating housing.

The report which follows is based on background investigations by the field staff of the U. S. Commission on Civil Rights and the Pennsylvania State Advisory Committee, and testimony received during the open meeting. The Advisory Committee hopes that this report will help develop public awareness of the plight of Puerto Ricans in Philadelphia, and result in positive action by local, State, and Federal agencies as well as Philadelphia's citizens, toward full equality for the Puerto Rican.

EDUCATION

If you are Puerto Rican and a student in the Philadelphia School system, the odds are one in four that you will drop out before you finish high school, twice the rate for all groups. According to the Philadelphia Board of Education, the 1971-72 dropout rate was 24.3 percent. Puerto Rican community leaders, however, feel the dropout rate was closer to 70 percent. Whatever the rate, the problem is serious and the basic one to be solved if the Puerto Rican child in Philadelphia is going to enter school and graduate prepared for a better life in this society.

Those most concerned with this crisis are the parents of the more than 8,700 Puerto Rican children attending school now, as well as the youngsters who have dropped out and are unaccounted for. The Puerto Rican parents who have been deprived of an education see their hopes for their children's future diminishing as the schools fail to educate their children.

In addition to the dropout problem, the State Advisory Committee identified four other major problem areas in education which tie in with, and may help to explain, the high dropout rate. They are: inadequate representation of Puerto Ricans in the school system; guidance and counseling; programs to aid students; and testing.

The Problem of the Puerto Rican Dropout

The large Puerto Rican dropout rate throughout the Philadelphia school system was one of the most alarming problems brought before the Committee.

At the time of the open meeting, it was learned that accurate and detailed statistical records on many aspects of student activity were not available -- or kept. For example, one could find up-to-date data on school enrollment and distribution of students by ethnic group. However, no accurate racial or ethnic information was available on dropouts, intermittent attendance, class placement, or enrollment in vocational and college preparatory courses.

The lack of data is particularly crucial in studying two areas: the Puerto Rican dropout and the practice of tracking. Without accurate ethnic statistics on school dropouts, no attempt can be made to analyze the reasons why Puerto Rican students drop out of school. It is also impossible to document patterns of ability grouping (also known as "tracking") since there is no information available on how many Puerto Rican students are enrolled in each course of study.

Without ethnic statistics on the number of students going to college, statistical evidence of how many of those Puerto Ricans who graduate from high school go on to college is nonexistent.

The school system also did not have any figures to identify how many Puerto Ricans were in vocational classes as opposed to college preparatory subjects, although testimony from students, teachers and community leaders alleges a pattern of placing Puerto Ricans in vocational and technical programs. In addition, there was no means of determining how many of those Puerto Ricans who were trained in the technical and vocational high schools managed to find related

employment.*

Enrollment Statistics

The enrollment statistics available for the 1971-72 school year show that there were 199,095 pupils in Philadelphia's elementary schools, of whom 7,744 or 3.8 percent were Puerto Rican. According to Thomas C. Rosica, Director of Federal Programs for the Philadelphia Schools, the Puerto Rican segment was 1,775 or 2.3 percent of the total high school enrollment of 74,173. The Puerto Rican enrollment for both elementary and secondary schools was 3.5 percent of the total.

Although the small number of Puerto Rican high school graduates has increased over a four year period, figures still indicate a large attrition rate. In 1969 of the 12,338 students who graduated from high school, 94 or .76 percent were Puerto Rican. In 1970 of 12,320 graduates, 126 or 1.02 percent were Puerto Rican. In 1971 of 12,980 high school graduates, 152 or 1.1 percent were Puerto Rican.

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*On October 19, 1972, the Division of Pupil Personnel and Counseling of the Philadelphia School District issued a memorandum to principals requesting information on the educational and employment plans of high school graduates. For the first time, it requested that schools identify Spanish-surnamed students. Collection of this kind of information will help both the school system and the Puerto Rican community evaluate and understand the level of educational attainment of Puerto Rican students.

More important, the Division made the decision to use ethnic designations on school records. Securing dropout statistics by ethnic groups will unquestionably serve as a basis for a look at the problem and for helping prevent school dropouts in the future. The statistics collected, as a direct response to the Pennsylvania Advisory Committee's open meeting, only confirm the apprehension of many concerned people. There is an increase in the number and percentage of dropouts for all groups in the senior and technical high schools.

Dropout Statistics

A dropout is officially defined by the Philadelphia School System as someone who leaves school at age 17 with parental permission or at 16 with parental permission and an exemption permit showing promise of a job.

The statistics compiled as of January 1970 by the Division of Pupil Personnel and Counseling of the school district show a 21.2 percent dropout rate among Puerto Rican high school students. The 1972 statistics indicate that the dropout rate had increased to 24.3 percent, a 3.1 percent increase. This is double that of the next highest group.

When questioned about the credibility of the system's dropout statistics, Ms. Helen Faust, Director of the Division of Pupil Personnel and Counseling for the city school system, replied: "I would not say that they were perfectly accurate. There is a possibility of error, yes."

Puerto Rican community leaders believe the school district's statistics do not give an accurate picture of the gravity of the situation and that the rate is closer to 70 percent.

Epifanio de Jesus, Executive Director of ASPIRA of Philadelphia, told the Committee:

> At the high school we have a (dropout) percentage that is very, very high. The attrition rate is almost 80 percent. . . . At the junior high school level . . . you have an overall dropout rate of 60 percent.

Part of the blame for the wide discrepancy between Philadelphia's statistics and those of community workers can be placed on the system's

current definition of a dropout. The "official" statistics only count students who withdrew through established school procedures. It does not take into account students who never bother to return to school or who never enrolled at all.

The lack of Puerto Rican or Spanish-speaking attendance assistants and home visitors, compounds the dropout problem. The job of the home and school visitors and attendance assistants is to investigate and verify all withdrawals of school-age children. They go to children's homes to ascertain the cause of absenteeism and to inform parents of the legal and educational importance of regular school attendance.

Ms. Helen Faust admitted to the Committee that there were no Puerto Ricans among the 115 home and school visitors and only two Puerto Rican attendance assistants. The Committee asked how investigators who do not speak Spanish were able to communicate effectively with the Puerto Rican parents. Ms. Faust said that Spanish-speaking community coordinators, who act as the liaison between the schools and the community they serve, were enlisted to do the job.

It appeared to the Committee that with such a small number of Spanish-speaking personnel, little progress could be made toward solving the problem of intermittent attendance, the first step toward dropping out.

Administrative Structure of the School System

Policy planning for the public schools of Philadelphia is vested in a nine-member Board of Education appointed by the Mayor. Vacancies for a full six-year term are filled from lists submitted to the Mayor

by a 13-member education nominating committee. Board members are limited to two full terms.

The chief executive officer of the Board of Education is the Superintendent of Schools, who is appointed by the Board. He is assisted by one executive deputy superintendent, one managing director, and one director of health services, four executive directors, and five associate superintendents. None of these is Puerto Rican. There are no Puerto Ricans in any of the 288 top administrative positions. In addition, out of Philadelphia's 300 principals and 140 vice principals, none is Puerto Rican.

The Philadelphia School District employs 12,800 teachers, of whom 120, or less than one percent, are Puerto Rican. Of the total student population, 3.5 percent is Puerto Rican.

The school system also employs community coordinators, counselors, home and school visitors, and attendance assistants who provide important supportive, counseling, and communications functions between teacher and student, teacher and parent, and school and community.

As of June 1972, there were a total of 532 guidance counselors of whom two were Puerto Rican. There were also five Puerto Rican bilingual counseling assistants who were assigned to schools with a large Puerto Rican enrollment. In addition, there are no Puerto Ricans among the 115 home and school visitors. Only two of 22 attendance assistants are Puerto Rican.

Parents, students, community spokesmen, and a Puerto Rican psychologist all called for more Puerto Ricans on all levels of the school system.

Epifanio de Jesus told the Committee " . . . There are very few visible . . . Puerto Rican models /within the/ structure at the administrative level, and at the policy-making level."

Philadelphia school officials also acknowledged the need for additional Puerto Ricans but their remarks revealed that attempts to fill positions with Puerto Ricans were futile. One example of the system's efforts to hire Puerto Ricans for key educational positions is shown in its recruitment efforts for counselors.

State and Local Efforts to Hire Counselors

Ms. Helen Faust said that the school system had been trying to recruit Puerto Ricans for the last four or five years through Temple University and other universities. This has been very difficult because the number of qualified Puerto Rican professionals is limited. State certification requires at least an undergraduate degree in Education, or a graduate degree and recommendation from the university from which the applicant was graduated. However, higher paying jobs in other occupations are more attractive. In Philadelphia, counselors are also required to pass a special examination.

When asked what action was being taken by the Division of Pupil Personnel and Counseling to prompt reevaluation of State certification, Ms. Faust replied that nothing was being done at the present time. She added that the Division was committed to getting more counselors of Puerto Rican background, but blamed bad luck for the lack of success.

She cited examples of efforts that had been made to alleviate the situation. Two years earlier, when the Division had money for a

graduate program in guidance counseling, recruiters went to every Puerto Rican organization in the city to recruit interested college graduates. The one applicant accepted by the Division left for another job after completing one year of the two-year program. Another effort was made to recruit candidates in Puerto Rico for the counseling positions. Some applicants accepted, but after their training returned to Puerto Rico.

In another attempt to meet some of the language and cultural needs of Puerto Rican students, the Division sent 18 English speaking counselors to Puerto Rico to get basic language training and an understanding of Puerto Rican culture.

State efforts to deal with the problem of counselors were discussed by Ms. Debra Weiner, Special Assistant to the State Secretary of Education. She explained that the State intends to force local school districts, through the threat of fund cut offs, to provide adequate education for the Puerto Rican child. In addition:

> We are also suggesting . . . that it will be absolutely essential for bilingual counselors to be hired for the program. Whether that will mean that we're going to have to bend some of the requirements, so be it. If we have a choice between an uncertified Puerto Rican who we believe has the competencies we need without the course background, the alternative being a full certified English speaking counselor, we will approve the choice of the first.

The Committee acknowledged the efforts being made, but pointed out that no Puerto Ricans were employed by the State Department of Education at the time of the open meeting. Ms. Weiner stated that the personnel bureau is in the process of reviewing job qualifications for every professional education position in the Department. This

review will make the job qualifications relate more closely to people from a Puerto Rican background who have not been attracted to employment in the Department. (Since the meeting, two Puerto Rican staff members have been hired. The Department has a total staff of 1,200.)

Guidance and Counseling

The role of the guidance counselor is critical to the Puerto Rican student. The counselor is influential not only by what he or she says and does but often even more by what he or she does not say or do.

The counselor's influence on the Puerto Rican high school student, in particular, was underscored by statements heard by the State Advisory Committee. Participants said that the counselors' lack of sensitivity and lack of encouragement were factors in their decisions to drop out of school. Counselors' lack of guidance in explaining how to apply to college and how to get financial aid was an additional reason cited by students who had been discouraged from applying to college.

In remarks before the Committee, Hector Lucena, a 19 year-old Puerto Rican who dropped out in his senior year, stated:

> One of the main reasons that people drop out . . . is that there aren't enough responsible counselors. You go to a counselor for help and he's worrying about his mortgage payment or his stock, or things like that, and when you talk to him about a problem he writes it down and sends you back to your class and says 'I'm going to do something about it.' Two or three weeks later you're still waiting for an answer.

The student also said that he was placed in a trade preparatory course but found that he disliked carpentry. When he applied for a

transfer to another curriculum, his request was denied three times. Because he was bored, he began to skip school and go to the movies. In his senior year, however, he decided he wanted to get his diploma. He decided to buckle down and attend class. Upon returning to school, however, the student discovered that his counselor had taken him off the rolls. He went to the counselor and said that he wanted to return to school. According to the student, his counselor replied:

> I'm sorry, you can't get back in school. This school is overcrowded as it is. The more you guys get out, the better it is for us.

The Committee asked whether he or his parents had been advised of his dismissal from school. The student replied that no one had been informed.

Naida Carasquillo, a Puerto Rican junior at Temple University who graduated from a Philadelphia high school, told the Committee about her experiences with counselors. Speaking of a white counselor, she said:

> That counselor had a fame all over the school. She was very prejudiced. I really didn't believe it until I met up with her. I think it's really a shame that in the school system there aren't counselors that understand the students. She just didn't know what a Puerto Rican was. It is true there were only five /Puerto Ricans/ in the school, but I'm sure out of those five she had at least three. Out of the five only two were in the academic curriculum and the rest were in commercial and home economics.

The Committee questioned Ms. Faust about the apparent lack of sensitivity of counselors to the aspirations of Puerto Rican children.

In her statement, Ms. Faust pointed out that with a total of 532 counselors (of whom three are Puerto Rican), there is a ratio of about

one counselor to every 400 students. This makes it almost impossible for a counselor to devote much time to any one student.

With that ratio, the Puerto Rican student who already feels rejected becomes even more discouraged. Lack of attention or a negative experience with the guidance counselor often, then, becomes the final straw before dropping out.

Ivan Cruz, another Puerto Rican youth who attended two Philadelphia high schools before dropping out, told the Committee:

> I would like to say that as I was coming up in the school system I don't think the public school system was prepared to deal with the emotional problems of the children from the ghetto; not only Puerto Ricans but blacks too. There was only one teacher who really gave me a realistic view of the world. He told me, 'Ivan, you've got two strikes against you already because you're a minority, so make you pitch count.' I struck out, because I dropped out, but I think that the counselor and the teachers were not prepared to really help us out in a way we could have been helped out.

The role of the counselor is also crucial to the college minded Puerto Rican student. Students told the Committee that they felt counselors had been insensitive and discouraging. Many also felt they had unknowingly been enrolled in non-college preparatory courses and believed there was an unofficial school policy aimed at directing them into vocational course work.

Not only do the Puerto Rican students receive little encouragement to go on to college, most have financial limitations as well. And these obstacles are compounded by the fact that their peers are dropping out of high school at an extremely high rate. From the remarks of the students, the Committee obtained a clearer picture

why only a very small percentage of Puerto Rican students finish high school and enter college.

According to a senior at Edison High School, the number of Puerto Ricans in his class dropped from 100 in the tenth grade to 45 in the twelfth grade. Of those who would graduate in June, only eight planned to go to college. A student from Kensington High School said that of 150 Puerto Ricans in her entering class, only 49 were graduating. Of those, only ten to fifteen planned to attend college.

Angry Puerto Rican speakers also charged guidance counselors with purposely enrolling Puerto Rican students in non-college preparatory courses. Although the representative from the School District denied this, statements from students appear to substantiate the allegation. For example, Maria Melendez, a high school senior said:

> Starting in ninth grade they gave me an academic course, and then when I got to tenth grade they started fooling around with my roster and they gave me home economics. . . I didn't like it. I don't like to cook and don't like to clean. So I had to bring my mother and father to get it all changed around.

Ms. Carasquillo, who also works on the staff of the Pa'lante Upward Bound Program for Puerto Rican high school students, made the following statement:

> I would like to add one more thing that I've seen happening to the Pa'lante students that I'm working with. Ninety-nine percent of them are in commercial and home economics courses and when I say to them 'you could make it through college -- you're a bright kid, so why did you take this course,' they tell me that the counselors told them -- told the girls that they'd be getting married anyway and they could use the home economics; and the guys they tell, they'll do good in trades and make a lot of money, and things like that.

Ms. Faust denied that this was being done and that it was unofficial school policy:

> Let me say first of all that the whole notion of directing pupils into courses is not an acceptable one, and it's not one that anyone approved or stands for. I don't question that these pupils /Puerto Rican students who had spoken/ felt that they were directed, but it is quite contrary to anything we stand for.

The financial obstacle and the lack of counselor guidance on finding funds and applying for them was brought out by Ms. Carasquillo:

> I had a white counselor, and when I went to her, I asked about scholarship applications. All my friends had been telling me about the scholarship program for minority groups and that I should get into it, and that's why I asked her for an application. I don't even know if she knew what a Puerto Rican was, but she went on to tell me that she didn't think I would be considered a minority group person and she didn't give me an application.

The student then went to a black counselor and was given a scholarship application. She applied for and received the scholarship. She emphasized that it was not her counselor who encouraged her to attend college. Her encouragement and support came from friends attending Temple University.

This statement was supported by Dario Ortiz, a senior at Edison High School, who talked about finances as being a major obstacle to attending college. Although some students know about the Model Cities Career Program and the Philadelphia Higher Education Act, two major financial sources for students, most do not know when they must apply for these grants. They also are not advised about the need to take the Scholastic Aptitude Test. As a result, when they apply for college, they are often late. For without guidance and encouragement from the

time they enter high school until they apply for college, the number of Puerto Rican high school graduates who enter college from Philadelphia will not increase.

Programs to Aid Students

A number of federally funded programs aimed at helping the disadvantaged child are currently operational in the Philadelphia schools. These programs focus on different problem areas: overcoming language problems, dropout prevention, and providing financial aid to schools to meet the specific needs of the poor child. The latter may include special culturally related classes, individual instruction, and health care. In addition, the Pennsylvania Department of Education has taken steps to insure equal educational opportunities for the non-English speaking child.

The child who cannot speak English is frequently in an unfamiliar cultural environment, is a minority in the classroom, does not get needed special attention, loses interest, becomes discouraged, and eventually drops out of school.

To prevent this from happening and to provide for their other special educational needs, the Bilingual Education Act (PL 90-247, Title VII §702 (1968), 91 Stat. 816, 20 USCA §806 --880 D-6 (1969)) was passed. Under that Act, funds are made available to local school districts to establish bilingual education programs to meet the special needs of children from low-income families with limited English speaking ability. The programs also try to develop and maintain a child's pride and self esteem through special courses on his native history and culture.

Philadelphia's bilingual program is the third largest in the country. It operates in 12 schools. In the 1971-72 school year, 51 elementary and 105 secondary bilingual classes were funded. These classes had a total enrollment of 1,700 pupils. Approximately 68 percent or 1,150 were Puerto Rican.

The staff is bilingual. Four Puerto Rican program coordinators direct the four major program components. There are 120 native Spanish speaking teachers, four Spanish-speaking counselors, three of whom are Puerto Rican, and other Spanish-speaking staff and assistants. However, the director of the program is not Puerto Rican.

Bilingual classes are conducted in Spanish and English. In addition to the regular school curriculum, classes include the study of Puerto Rican history and culture.

The goal of children participating in the bilingual program is to develop a competency in English, a proficiency in Spanish, and to progress through elementary and secondary school at the same rate and at as high a level of academic achievement as the English speaking child.

Under this grant, school districts are specifically required to consult the families of student participants in planning bilingual programs. For example, at the Potter-Thomas School, which conducts one of the major bilingual programs, 117 community meetings were held during one school year.

A Parent Advisory Council averaging from 30 to 40 parent volunteers help administer the program. Ninety percent of the council membership is Puerto Rican.

With the inception of the bilingual program, a Philadelphia Advisory Committee on Bilingual Education also was formed. Its membership is composed of parents of students in the bilingual program, community workers, and leaders of the Puerto Rican community. Its purpose is to provide advice, assistance, recommendations, and reactions to the community it serves.

The increasing need for bilingual teachers also has pushed forward other programs. In 1969, in an effort to meet the needs of Puerto Rican students and to staff the bilingual programs, the School District of Philadelphia and Temple University established the Bilingual Teachers Institute.

Native Spanish-speaking teachers, including Puerto Rican and other Latin Americans, who were not certified in Pennsylvania, attended an eight-week intensive summer institute to obtain certification. Upon successful completion of the institute, they were assigned to schools with large Puerto Rican enrollments.

One hundred teachers have successfully completed the institute and 92 native Spanish-speaking teachers are still employed in the Philadelphia schools. Of these, 67 are Puerto Rican.

To meet the special needs of poor children, Congress enacted the Elementary and Secondary Education Act (ESEA) of 1965.

The purpose of Title I of this Act is to provide financial assistance to school districts with a high concentration of low-income children and to raise the children's [illegible]tional achievement levels. Financial assistance is provided, for [illegible]le, for individual reading instruction, special culturally oriented courses, and health care.

The Act is financed entirely by Federal funds and requires no matching grants or funds from local districts. Title I funds are supplementary and cannot be used in place of other State or Federal funds.

The School District of Philadelphia received $21,500,000 in Title I funds for fiscal year 1971-72. Title I funds paid for a total of 866 professional teachers, 1,953 para-professionals and 34 special program instructors. In addition, $539,573 was allocated for bilingual-bicultural education programs in schools with the heaviest enrollment of Puerto Rican students. These programs served 6,038 children of whom 96 percent are Puerto Rican.

Parents are supposed to play an important role in developing, implementing, and evaluating Title I programs. The Federal regulations and criteria governing Title I of the ESEA state:

> Parental involvement at the local level is deemed to be an important means of increasing the effectiveness of programs under Title I of the Act. Each application of a local educational agency (other than a State agency directly responsible for providing free public education for handicapped children or for children in institutions for neglected and delinquent children) for assistance under that title, therefore, (i) shall describe how parents of the children to be served were consulted and involved in the planning of the project and (ii) shall set forth specific plans for continuing the involvement of such parents in the further planning and in the development and operation of the project.
>
> 45 C.F.R. 116.17(o)(1) (1972).

However, according to ASPIRA's Epifanio de Jesus, few Puerto Rican parents are participating in the planning of Title I programs. In Puerto Rico, schooling is left to the teacher and school system. Parents do not participate. In addition, some parents have diffi-

culty in speaking English. Others who can speak English still cannot relate to the school system. Attending PTA meetings is still a luxury to the Puerto Rican parent who is struggling to make a living. Despite these problems, the inception of the bilingual and bi-cultural programs had lead to increased participation by some Puerto Rican parents.

The Edison Project is a dropout prevention program funded by Title VIII of the Elementary and Secondary Education Act. Its aim is to reduce the dropout rate, increase average daily attendance, improve basic skills, and develop career awareness of potential high school dropouts.

Edison High School, an all male high school with the highest dropout rate in the school district, was funded by this program in 1971. In September of that year, 250 tenth grade students were enrolled. The participants were selected by the school staff as potential dropouts on the basis of previous attendance records, academic ability, and failing grades. There were 50 Puerto Rican students in the group.

Project participants received remedial mathematics and reading instruction. Some students enrolled in trade schools; other participated in a work exposure program which included classwork and industry visits. The work-study and career motivation aspects of the program were supported by project funds. Medical services and free breakfast and luncheon programs were part of the project.

At the end of the first year, the dropout rate for this group of 250 was 21.3 percent. The dropout rate for the remaining 10th grade students at Edison was 33.1 percent. The average daily

attendance record for project students was 78.1 percent. Attendance for the rest of the high school was 61.8 percent.

The Commonwealth of Pennsylvania Department of Education

To carry out the State's responsibility to educate non-English speaking children as efficiently and satisfactorily as possible, John C. Pittenger, Secretary of Education of the Commonwealth of Pennsylvania, issued the School Administrator's Memorandum 491, on March 10, 1972, directing school districts to provide bilingual education to all non-English speaking students.*

This mandate demonstrated a growing awareness by the Commonwealth of Pennsylvania that it has a responsibility to educate each person in the language he or she speaks best as well as a moral and

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*"To insure equal educational opportunity to every child in the Commonwealth of Pennsylvania and in recognition of the special educational needs of children with limited English-speaking ability, I am requesting that programs be developed to equip all non-English speaking children to perform at their maximum level in regular school classrooms with a minimum of involvement in programs which segregate them from their English-speaking peers. These programs shall be established in every school district in the Commonwealth having 20 or more non-English speaking students in a language category. Districts having fewer than 20 eligible children in a language category shall provide bilingual programs cooperatively through their appropriate intermediate unit. Plans for the implementation of these programs in September 1972 shall be submitted by July 1, 1972. . . .

Each school district in the Commonwealth of Pennsylvania providing a bilingual education program as directed by this memorandum shall: 1) Use the total cost of per pupil instruction in its school district as a basic fund for implementation; 2) Be required to use the amount of ESEA Title I funds allocated for each child in the district as additional monies to implement this program. This shall be submitted as part of their regular Title I application; and 3) Request additional categorical funds from the Department of Education for specific services outlined in each school district's approved plan."

and a legal commitment to the multi-lingual and multi-cultural society that is the United States.

Ms. Debra Weiner, Special Assistant to John C. Pittenger, Secretary of Education for Pennsylvania, told the Advisory Committee:

> Clearly, then we have not only the authorization but also the obligation to provide special programs for the children of the Commonwealth whose dominant language is other than English.

The Department of Education dispenses approximately $844 million a year in basic educational subsidies to the 516 school districts of the Commonwealth. Until this year, there were no specifications as to how these funds were to be used. There was some question whether the funds going to districts with significant concentrations of Puerto Rican students were being spent in ways that would best meet their educational needs. However, new State guidelines stipulate that basic subsidy money must be used to provide instruction in the language which the child speaks.

Ms. Weiner stated:

> It is a mandate for every school district with 20 or more students whose dominant language is not English /that/ each one of these districts will have to use its basic per pupil instructional subsidy plus its Title I per pupil allocation plus whatever other categorical funds are available to educate its Puerto Rican students. This means basic instruction -- not just supplementary help.

The Pennsylvania Department of Education has expressed its concern with the problems of the Puerto Rican child. It plans to use its authority to force local school districts, through the threat of fund cutoffs, to insure that the Puerto Rican child receives an adequate education. Ms. Weiner stated before the Committee:

> We mean business on this mandate. We mean business to the extent that the Commissioner of Basic Education has announced publicly that he is prepared to withhold all Title I monies from districts which should operate such programs and do not. We trust that this stick won't have to be used, but we are prepared to use it if necessary to establish unequivocally our serious commitment to the priority needs of Pennsylvania's Puerto Rican children.

To insure the proper support and monitoring of this program at the State level, an inter-bureau task force composed of representatives from the various disciplines within basic education was created in the Department of Education. The members of this team are charged with meeting regularly to review program proposals, responding to questions from the districts, and monitoring the program.

Ms. Weiner also declared that the Department of Education will be sufficiently flexible to assure that the job of educating Puerto Rican children is done effectively. In the past formal certification requirements have stood in the way of potential bilingual teachers. Ms. Weiner stated, "To be very simple about the whole matter, we're prepared to waive almost any requirement that is reasonable to waive, to make sure that people who can do this job will be allowed to do it."

The Effect of Student Testing of the Puerto Rican

The Committee was told that, historically, the results of both I. Q. and achievement tests have been used to place minority children in non-academic learning situations. In some instances, I. Q. tests, which are based on the experience of the white, middle-class child, have been used wrongly to place minority children in disproportionate numbers in classes for the educable mentally retarded. Many Puerto Rican

children who have been tested in English have been placed in these classes because of their language difficulties.

It was alleged at the open meeting that results of achievement tests are used by many school systems as the basis for ability grouping, popularly known as "tracking". For example, the math score that a student received on his Iowa Achievement Test might be used as the principal and sometimes the only criterion for his placement in a particular ability class. If he score low, he is placed in a math class with other students who also scored low. This system often places black and brown students in the low ability classes and white students in the high ability classes.

Philadelphia eliminated the practice of group I. Q. testing in the spring of 1969. Now I. Q. testing is only done on an individual basis. It is done at the request of the classroom teacher and with the approval of the school principal. All I. Q. testing is administered by Philadelphia's school psychologists.

The School District of Philadelphia does keep statistics on the ethnicity of students referred for individual I. Q. testing. According to Dr. Marechal-Neal E. Young, Associate Superintendent for Special Education, there were 6,391 referrals for individual psychological testing made between September 1971 and May 1972. There were 180 Puerto Rican referrals, or 2.7 percent of the total referrals.

When achievement level is low, the school principal may request psychological examination of a student. Based on the findings and recommendations of the school psychologist, the student may be placed in a retarded educable (RE) class.

Dr. Marechal-Neal E. Young stated that, as of June 1972, the system-wide enrollment at all levels in RE classes was 5,944. The total number of Puerto Rican children was 206 or 2.9 percent of the total RE group. Since the Puerto Rican enrollment in the public schools is 9,500 or 3.5 percent of a total of 285,000 students, the statistics seem to reveal a lower proportionate representation of Puerto Ricans in the Philadelphia RE classes.

The Philadelphia Division for Special Education administers two major I. Q. tests, the Stanford-Binet and the Wechsler Skills Test. Neither of those has been translated into Spanish. According to Dr. Braulio Montalvo, a Puerto Rican child psychologist with the Philadelphia Child Guidance Clinic, this is a definite handicap for any Spanish-speaking child tested. In his statement before the Advisory Committee, Dr. Montalvo pointed out that the average "underestimation of an I. Q. for a Puerto Rican child tested in English is 20 points." When the child is retested in Spanish, there is a 20 point increase. Determination of whether a low score indicates limited intelligence or a language handicap is totally dependent on the judgment of the school psychologist who administers the tests. Of the 35 school psychologists employed, there are currently no Puerto Rican psychologists. Nor are there any Spanish-speaking psychologists sufficiently proficient in administering standardized psychological exams in Spanish.

The Committee felt that, if I. Q. tests were administered in Spanish, many Puerto Rican children would be protected from the damaging impact of being erroneously designated as having a low I. Q.

Once a year, the Philadelphia public schools administer the Metropolitan Achievement Test to first and second graders and the Iowa Test of Basic Skills to students in the third through the eighth grades.

According to the Director of the Division of Testing, Philadelphia had no official city-wide policy for the use of achievement test scores in placing students in particular ability classes. There seems to be wide variation throughout the city on how the test results are used. Much of the decision rests with the principal in each school and the individual teacher's recommendation. Puerto Rican community spokesmen have stated that teachers are poorly prepared to analyze and use the test data properly.

HOUSING

The housing problems confronting Puerto Ricans in Philadelphia are many. According to the U. S. Bureau of the Census, Philadelphia's Puerto Ricans had the lowest per capita median annual income of any group as of 1969: $5,222 compared to $5,558 for blacks and $7,465 for whites. Low income narrows the choice of neighborhood, size and physical condition of available housing. Strong cultural ties and an extended family tradition make the Puerto Rican reluctant to leave a neighborhood -- often a slum -- where he has relatives, friends, Spanish grocery stores, Spanish language newspapers, and a familiar atmosphere. Neither is there enough housing available for the growing Puerto Rican population.

There is also the reluctance, fear, and racial prejudice of the non-Puerto Rican that keeps Puerto Ricans out of other neighborhoods. Additionally, most Puerto Ricans do not have a working knowledge of housing availability, how to apply for public housing and how to file complaints against landlords. Most information on various aspects of housing programs, with the exception of public housing, is not available in Spanish.

Housing Conditions

At present, most of the Puerto Rican population lives in two neighborhoods: Spring Garden and the near Northeast. The Spring Garden area is bounded by Spring Garden Street on the south, Poplar Street on the north, Broad Street on the east, and 22nd Street on the west.

The near Northeast is bounded by Spring Garden Street on the south, Roosevelt Boulevard to the north, 9th Street to the west, and Front Street to the east.

The housing in these two areas is some of the worst in the city. Most of the buildings are two and three story brick row houses between 75 and 90 years old. Once one family dwellings, they have been converted into small apartments. As a rule, the buildings are in need of basic repairs. Heating systems often are out of order. Plumbing is old and ineffective. The apartments are small. For the Puerto Rican family, this results in overcrowding. Though most Puerto Rican families need more space, they can only afford units in buildings of this type.

Home Ownership

As of 1970, less than one in three Puerto Rican families owned their own homes compared to two out of three white families and two out of five black families. The 1970 U. S. Census statistics revealed that of 642,145 occupied units in Philadelphia, 383,630 or 59.9 percent are owner occupied. Of these, Puerto Ricans occupied 6,119 units of which 1,960 were owner occupied while blacks occupied 194,955 of which 92,406 were owner occupied.

The median value of all owner occupied housing units in 1970 was $10,600; for blacks it was $8,500 and for Puerto Ricans it was $6,700.

As part of the Housing and Urban Development Act of 1968*, Congress established a program of home ownership for lower income families.

*P.L. 90-448 Title I, §101 (a), 82 STAT. 477

This program, Section 235*, represents the first large scale effort to make home ownership available to lower income families.

In the relatively brief time since its establishment, the Section 235 program has provided an impressive volume of housing. During 1970, fully 30 percent of all new houses sold for less than $25,00 were purchased by Section 235 buyers. But in the northeastern section of the United States only 6 percent of the units have been purchased under this program. The main problem is high land values -- especially in large cities. Property usually sells for more than the price allowed under this program.

In addition, local land use laws and policy have limited the choice of sites for Section 235 housing. Restrictive zoning laws prevent builders who wish to construct housing under this program in suburban areas from doing so. This has been the situation in Philadelphia. Furthermore, under the new Federal evaluation regulations, 60 percent of Philadelphia's neighborhoods appear ineligible for rehabilitation under the ownership programs; 80 percent of Philadelphia's neighborhoods appear ineligible for new construction.

Compounding the housing problem is the move toward rehabilitation by the middle class. In the Spring Garden area, many young middle class couples have discovered the charm of the two and three story brick row houses and have been purchasing and rehabilitating these homes for themselves.

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*Under Section 235, housing subsidies may be provided in the form of interest reduction payments to mortgage lenders on behalf of lower income purchasers, or in the form of outright payments for principal in certain cases. Either the purchaser must pay at least 20 percent of his income toward monthly payments of principal, interest, taxes, insurance and FHA insurance premium, or HUD will pay interest charges over 1 percent whichever is less. /This enables the purchase of a home that costs in the neighborhood of $18,00 to $21,000./ In January 1973 the program was frozen until July 1974.

This results in increasing property values, limiting housing availability within certain income ranges, and forcing up the rental market above the means of the resident Puerto Ricans.

Without the basic tool of the home ownership program, housing in vast areas of the city, including the Puerto Rican communities, will be limited. Existing housing will continue to deteriorate. Should abandonment continue and programs designed to slow down the abandonment be discontinued, Federal funds and housing programs will be hard pressed to fill the void.

Philadelphia Housing Authority (PHA)

The Philadelphia Housing Authority constructs and operates low rent public housing units, and is directed by a board of five members. Two are appointed by the Mayor, two by the Controller and the fifth is elected by the four appointed members.

Ten Puerto Ricans are among the 1,450 persons employed at PHA, and none is in a policy or decision making position. There are two Puerto Rican assistant housing managers, the highest positions occupied by Puerto Ricans in PHA at the present time. William Phillips, Public Information Officer at PHA, told the Committee that an effort has been started to hire more Puerto Ricans.

PHA serves approximately 120,000 people who live in some 14,500 units in the conventional public developments (a mixture of low rise dwellings) and 7,500 units in the scattered site developments (dwellings unconnected to a conventional project or high-rise). Of the 905 Puerto Rican families in public housing, 156 live in conventional developments while 749 occupy scattered site dwellings.

Approximately 85 percent of the tenants of public housing in Philadelphia are black, 12 percent are white and less than two percent are Puerto Rican. Although Puerto Ricans comprise approximately three to four percent of the population, their low income status would indicate that a much higher percentage is eligible for public housing.

Currently, there are 90 units of public housing in the Spring Garden area, located between 15th and 21st Streets, mainly on Wallace and Mount Vernon Streets. The properties are supervised by the Philadelphia Housing Authority which collects rent under the scattered sites program. The maintenance and supervision of these buildings is not always adequate. Many are now empty, vandalized or boarded up.

There are two basic reasons why there are so few Puerto Ricans in public housing. First, there is no public housing project located in any Puerto Rican community and because of Federal regulations, none is being planned. Secondly, Puerto Ricans are reluctant to move out of their old neighborhoods where they have familiar stores, friends, relatives, and a shared culture.

Puerto Ricans also are not well received in non-Puerto Rican neighborhoods. When the Philadelphia Housing Authority attempted to move Puerto Ricans into the all-black Richard Allen Homes, a project located near a northeast Puerto Rican neighborhood, the Puerto Ricans were reluctant to move and the few who did left the project after a short time. In addition, the PHA waiting list is very long, (over 15,000 persons) and the number of vacancies is few. Puerto Ricans

who are fortunate enough to be at the top of the list usually will take only scattered site housing in a Puerto Rican area.

It should be noted that PHA's Spring Garden office has an adequate Spanish-speaking staff. Application forms and other materials concerning public housing are printed in Spanish.

Philadelphia Housing Development Corporation (PHDC)

One of the city housing agencies which has impact on Philadelphia Puerto Ricans is the Philadelphia Housing Development Corporation which is responsible for acquiring abandoned properties, a time-consuming process which can take anywhere from three months to a year. Many of these properties are torn down and the PHDC holds the land in their land bank. PHDC also rehabilitates houses.

Michael Saylor, Assistant Development Packager for the PHDC, said the land bank now holds about 900 properties of which 200 are in the two major Puerto Rican neighborhoods.

The PHDC also administers seed money to community-based non-profit corporations for the rehabilitation or construction of new housing. According to Mr. Saylor, PHDC has had no applications for such money from Puerto Rican residents. If a Puerto Rican non-profit corporation was formed, Mr. Saylor said PHDC could administer funds to begin a rehabilitation program.

When asked by the Advisory Committee what PHDC has done to encourage Puerto Ricans to apply for seed money, Mr. Saylor responded:

> I would be the first to say that perhaps PHDC has been derelict in going out to the Puerto Rican community. We do not advertise our houses in Spanish, which perhaps we should do, and we have not publicized our programs in Spanish.

> However, should a community-based group come to us and ask for aid in the rehabilitation of houses or the construction of new housing, we would. We do this in various urban renewal areas now and we would welcome proposals. What we need is an imaginative and well thought plan to meet the needs of this community, which has its peculiar problems.

PHDC employs 51 persons, 20 are white and 31 are black.

PHDC has a contractual relationship with Model Cities to train interested residents of the Model Cities area in various aspects of housing production and management. Of fifteen students now participating in this program, one is Puerto Rican.

The lack of response by PHDC to the Puerto Rican community is complicated by the fact that there are no Puerto Rican non-profit corporations in Philadelphia that can plan for the rehabilitation and construction of housing for Puerto Ricans.

Philadelphia Redevelopment Authority (PRA)

The Philadelphia Redevelopment Authority is a local public agency which has the authority to acquire property and to condemn real estate within the City of Philadelphia. The PRA's primary function is to assemble land which it then sells to institutional, industrial and residential developers, and to the City of Philadelphia for new schools.

J. Edward Mitinger, Deputy Director of Development, said that the Philadelphia Redevelopment Authority has a staff of 400; none is Puerto Rican. He stated that he had interviewed a great number of Redevelopment Authority job applicants, but to his knowledge there has never been a Puerto Rican candidate. He stated further:

> I didn't go out seeking /Puerto Rican/ people. I can be condemned for that, I guess. I didn't try to overlook any Puerto Rican coming to me.

> I didn't see them. And I was able to fill my staff with clerical positions, with non-professional positions and with professional positions . . . /at/ the Redevelopment Authority.

The Philadelphia Redevelopment Authority has no programs for Puerto Ricans. According to David Anderson, Housing Coordinator for the PRA, half the subsidized housing being planned in the metropolitan area of Philadelphia is located in predominantly white neighborhoods. None is being planned for racially impacted areas. He felt that it was the responsibility of the Federal Government to inform minority persons of available units.

However, even government publicity will not help low-income Puerto Rican families who would prefer to remain close to the Puerto Rican community.

The Pennsylvania State Advisory Committee questioned the PRA officials as to what programs were being planned for the Puerto Rican community. Mr. Mitinger replied:

> There are no redevelopment programs that I know of at this moment on our drawing boards, for what you call the Puerto Rican community. There are no clearance programs. I mentioned about the rehabilitation programs not being taken into the neighborhoods to which we are addressing ourselves. The job programs that we're working on with several groups have not yet been geared to the Puerto Rican neighborhoods.

Federal Housing Programs

City officials have frequently complained to the Department of Housing and Urban Development (HUD) of its very poor record in allocating subsidized housing resources for rent supplement, public housing, and

Section 235 and 236* programs in Philadelphia. The countless revisions of HUD's selection criteria, which are aimed at providing housing opportunities for the poor and minorities, also have delayed the possible increase in housing. A wide latitude of interpretation has caused indecision by Federal reviewing officials. Housing starts have come to a virtual halt.

Many projects in advanced stages have been needlessly rejected or delayed and now are caught in the severe inflationary spiral of the home building industry.

HUD had made efforts recently to improve this situation, but there are still many housing applications that have not been acted upon.

HUD's Project Selection Criteria

HUD's project selection criteria first went into effect on February 7, 1972.** The criteria are an eight point priority rating system by which a housing project proposal is evaluated. It is used in evaluating Section 235 (i) rent supplement, Section 236, and low-rent public housing proposals.

The criteria are:

1. Need for low(er) income housing in an area which is part of a state or local agency development plan;

2. Minority housing opportunities;

3. Improved location for low(er) income families;

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*Section 236 which is 12 U.S.C.A. 1715Z - 1 (supp. 1973) permits HUD to make interest reduction payments in behalf of an owner of rental housing for low income families, and to insure mortgages for such housing.

**24 C.F.R. 200. 700 et seq (37 F.R. 203 (1972))

4. Relationship to orderly growth and development;

5. Relationship of proposed project to physical environment;

6. Ability to produce housing promptly of good quality, at a reasonable cost;

7. Potential for creating minority employment and business opportunities;

8. Provision for sound housing management.

Criterion number two, minority housing opportunities, has been especially controversial. It states that opportunities for minority housing should be provided outside existing areas of minority concentration and outside areas which are already substantially racially mixed. It was included in an effort to: 1) provide minority families with opportunities for housing in a wide range of locations and 2) open up nonsegregated housing opportunities to further integration.

It has been criticized as an effort to disperse minority groups and not allow them to live in their already established communities by prohibiting housing development.

The criterion also states, however, that housing may be built in areas of minority concentration if:

1. Sufficient, comparable opportunities exist for housing for minority families in the income range to be served by the proposed project, outside areas of minority concentration;

2. The proposed project will not cause a significant increase in the proportion of minority to non-minority residents;

3. It is necessary to meet overriding housing needs which cannot otherwise feasibly be met in that housing market area.

A member of the Advisory Committee pointed out that representatives of community organizations and even city agencies have charged that the project selection criteria has effectively terminated the building of

public housing in Philadelphia. The criteria permits the construction of public housing in white areas but not in racially impacted areas.

Mr. Barry Feldman, who was responsible for HUD programs in Philadelphia, pointed out that the Philadelphia Redevelopment Authority, at the request of the area office, had prepared a report on all its renewal sites, both federally assisted and the so-called city/state projects (where land would be cleared without federal funds). In that report, 40 proposed projects were detailed. Virtually all of the projects were in racially impacted areas. They were not approved by HUD because they did not qualify according to the requirement that comparable housing opportunities exist outside of the racially impacted areas.

Philadelphia Area Office of HUD

According to Mr. Alton Lemon, Deputy Area Director, slightly more than 300 persons work for HUD's area office, 46 of whom are black. There are no Puerto Rican employees, although the office has filed an affirmative action program for equal opportunity with staff priorities and proposed goals for minorities.

HUD's equal opportunity requirement also applies to all programs that they fund. For example, all developers must subscribe to job opportunity programs similar to the Philadelphia Plan. HUD also requires communities to develop plans that include housing programs for all income levels on a non-discriminatory basis.

Its affirmative marketing plan requires the sponsors and/or developers to take affirmative action in advertising to members of minority groups when they are in the process of marketing housing. The area office provides a counseling service to assist low income families who are

considered to be credit risks to buy houses.

During fiscal year 1972, the Philadelphia Area Office of HUD approved 232 multi-family units under Section 221 (d)(4). Under the Section 235 housing program, it approved 823 units. Some 800 units were approved under Section 236. Additonally, it has under review seven projects with approximately one thousand units, and three projects of sales housing with 325 units. The latter were under review at the time of the open meeting. It was felt by the HUD Regional Office that most of the proposals would be approved.

The Philadelphia Council for Community Advancement (PCCA)

The housing program of PCCA provides technical assistance to non-profit development corporations for home construction. This includes assistance in the selection of architects and builders, obtaining seed money and financing for construction, establishing sales or management programs, and providing follow-up counseling once the houses are built.

Mr. W. Wilson Goode, Director of PCCA, described the steps a group would have to follow to establish a federally subsidized housing program. Once a group is formed, it is necessary that it become incorporated. After incorporation, the group should contact someone who can provide technical assistance. The group should look either for houses which can be rehabilitated or for building sites. The next step is to select an architect and a builder, and raise the seed money.

From this point the group proceeds to develop some type of plan with community input. The group then applies to FHA, which will issue a feasibility study or some kind of reservation of funds indicating that the plan has been reviewed and looks feasible. The plan is then completed

and the group returns to FHA for a firm commitment. When the firm commitment is issued, the group must find construction money and permanent financing in order to build. After building starts, a sales or management program is needed, depending upon whether it is a Section 235 or 236 project. From that point it can proceed to sell or to rent its houses.

Mr. Goode reiterated that since October 1971, all non-profit development corporations have been hampered, if not stopped altogether, because of the existence of the HUD project selection criteria which prohibits building in an area of minority concentration.

Mr. Goode agreed with other speakers who said that this criteria discriminates against minorities.

Questions by the Committee pointed to the lack of Puerto Rican non-profit housing organizations. Mr. Goode stated that an affirmative policy in both the public and private sector needs to be established to encourage such organizations to see that houses are built and rehabilitated. Mr. Goode stated:

> It seems to me that there are no communities where there is worse housing then the Puerto Rican community and it is about time to see that houses should become rehabilitated and get built there.

Most non-profit organizations, according to Mr. Goode, are frustrated by FHA's bureaucracy and red tape. It is very difficult to guide any development through FHA. Often applications can take from three to five years before a commitment is made.

Concerning abandoned homes within the Puerto Rican community, Mr. Goode observed:

> There has not been developed anywhere any program which deals with abandonment. We have not found any way to successfully rehabilitate houses and to return these houses over to low and moderate income families. We've had in Philadelphia something called Project Rehab, which has been a dismal failure. There has not been any program, and I want to emphasize this point. We're losing ground. We're not catching up. There are more houses which become vacant every day than we rehabilitate. And for the most part houses which are rehabilitated are so costly and take so long to do that the community doesn't benefit much.

To rehabilitate a house, according to HUD regulations, the building must be totally gutted. Such a house, when completed, will usually cost more than most Puerto Ricans can afford. Mr. Goode felt that this rule should be modified if rehabilitation of housing is to be a practical solution. In spite of the cost, he felt that further rehabilitation seems to be the only answer in Philadelphia if Puerto Ricans are going to be able to remain in their current neighborhoods.

He also felt that new state legislation needs to be passed to make it possible for local municipalities, such as Philadelphia, to acquire abandoned property quickly. Existing legislation such as the Urban Homestead Act* has not been implemented. It has not been possible to take advantage of this existing Federal program to assist localities in acquiring and disposing of abandoned properties because the State has not passed the necessary enabling legislation for Philadelphia.

Another solution would be a housing allowance of some type. This allowance would guarantee every person the ability to either rent or buy a house with the Federal government providing the difference between

*12 U.S.C. 1701Z - 4 (Supp. 1973)

what they can afford to pay for the house and the actual cost. This would mean that private developers could then begin to redevelop large sections of the urban cities.

It was also pointed out in remarks before the Committee that no program is going to work unless the people who run the program have a will to make it work. Mr. Coode stated:

> People who run HUD can make [Sections] 235 and 236 programs work if they want them to work. It doesn't take three to four years to process an application which takes me two days to put together. It doesn't take three to four years to find out whether that project is feasible or not. It seems to me we have to come back to whether or not there is a will on the part of this country to solve our housing problem. If there is a will, there has to be a way to do it, because everything else we've always wanted to do we've done.

When queried by the Committee whether the lack of success of the Sections 235 and 236 programs was due to bureaucratic incompetence or social/economic ideology, Mr. Coode stated:

> I think it's basic social/economic ideology. I think it's difficult for a lot of people to understand a person of low-income purchasing a home which they feel their taxpayer's dollar is paying for. It's very difficult for a person of a certain income level to understand rents being reduced to a point where a low-income family can be guaranteed a decent house, equal to any middle income house, and yet not pay the going rate for it. There is no question in my mind it's attitude. It's not necessarily true from top to bottom in FHA or HUD, but I think there are too many people with attitudes which preclude these programs from moving to the benefit of all concerned.

Private Development Efforts

Some private businessmen have started to invest in the Spring Garden area. Smith, Kline, and French, a pharmaceutical company

whose national headquarters is located on Spring Garden Street, helped organize and finance a housing rehabilitation program. It has donated funds to an Opportunities Industrialization Center in the area. It established a Spring Garden Information Services Center which is staffed by SK&F employees. The company's first venture into urban redevelopment is the Franklin Town Complex, a $400 millio- business and residential complex planned for the area just south of Spring Garden Street.

A private developer, David Dickstein, maintains that the center city is a viable section which will attract new people. He has been rehabilitating housing on a profit-making basis and is selling and renting homes in the Spring Garden area, contributing to the changing character of the neighborhood.

Summary of the Problem

The key to the future of the Spring Garden area centers on the question of development for whom: the poor blacks and Puerto Ricans currently the majority residents, or the newer, more affluent residents. Will there be a meaningful housing rehabilitation program, or will investors and speculators trying to capitalize on the relatively inexpensive real estate, take over?

Public housing has been of little help because of the long waiting list, and it is limited to a relatively few scattered site housing units in the area. There is little hope for future housing when no new construction is taking place. The problem is complicated by the fact that there are no non-profit Puerto Rican corporations that can seek funds from city, State or Federal agencies or rehabilitate existing

housing structures or construct new housing. Finally, there are the private entrepreneurs who see profits in the future development of Spring Garden. The black and Puerto Rican residents, however, see only a very grim future.

FINDINGS

Education

1. There are many indications that the efforts of the Philadelphia school system to furnish adequate education to Puerto Rican children have been superior to those of comparable systems. Nevertheless, it is tragically evident that the opportunity of Puerto Rican children to obtain adequate public education in Philadelphia is not equal to that of other children.

2. Several conditions unique to Puerto Rican families contribute directly to the problem of education for Puerto Rican children:

   a. Although American citizens, Puerto Rican families are experiencing the same obstacles of immigrant groups in an unfamiliar environment.

   b. The national language of Puerto Rican families is Spanish and the language skills of many Puerto Rican families are limited even in Spanish.

   c. Puerto Rican families tend to be mobile, not only within the Philadelphia area but between Philadelphia, other cities and Puerto Rico. This condition impairs continuity of education.

   d. Puerto Rican parents are unaccustomed to participating in their children's educational experience, and are unfamiliar with the teaching techniques used in the schools.

3. The extremely high dropout rate of Puerto Rican students results in great measure from inadequate educational opportunity. This results in the entry of a disproportionate number of insufficiently prepared individuals into the work force.

4. The factors in inadequate educational opportunity for Puerto Ricans in Philadelphia include:

a. Absence of bilingual education or English as a second language at all grade levels where Puerto Ricans are present in the school system in substantial numbers.

b. Absence of Puerto Rican or Spanish-speaking administrators in the school system.

c. Limited numbers of Puerto Rican or Spanish-speaking teachers in the school system.

d. Absence of school counselors with adequate knowledge of or sensitivity to the problems and aspirations of Puerto Rican students.

e. Absence of resources within and without the school system to motivate and direct Puerto Rican students toward education or training beyond the high school level.

f. Use of invalid testing and test evaluation to gauge the educational level and capability of Puerto Rican students.

g. Absence of adequate information about the number of Puerto Rican students, their assignment and placement, their attendance record, their dropout rate, and their progression to college or other institutions.

5. Because the obstacles to equal education for Puerto Rican students are special, overcoming them requires actions and programs on the part of the school system over and beyond those applied to other students. Additional funds from State and Federal sources may be necessary to enable the Philadelphia school system to carry out needed programs of which it is already aware.

Housing

1. Puerto Ricans in Philadelphia have limited access to low-income housing, which is in short supply, in deplorable condition, and outside their neighborhoods.

2. Puerto Ricans who are economically able to obtain better housing have difficulty moving into non-Puerto Rican neighborhoods.

Furthermore, cultural ties including social and family life and an extended family tradition makes them reluctant to leave predominantly Puerto Rican neighborhoods.

3. Puerto Ricans are also handicapped in obtaining adequate housing by the limited amount of informational materials and documents in Spanish.

4. The systems and programs which have been created to improve the number and quality of low income housing are non-functional, uncoordinated, and hampered by bureaucratic constraints, and insufficient funding.

RECOMMENDATIONS

The Pennsylvania State Advisory Committee to the U. S. Commission on Civil Rights believes that it is vital that equal opportunities be assured to all individuals, regardless of race, color, sex, economic condition, age or locale. In its investigation of the education and housing concerns of Puerto Ricans in Philadelphia, it has observed that less than equal opportunity was accorded members of this group. The Committee therefore offers the following recommendations:

General

Though Philadelphia represents the fourth largest concentration of Puerto Ricans in the United States, there is wide disagreement about the total Puerto Rican population of Philadelphia (totals range from 30,000 to 175,000). The Pennsylvania State Advisory Committee to the U. S. Commission on Civil Rights recommends that:

1. The U. S. Bureau of the Census undertake a recount of the Puerto Rican population of Philadelphia.

2. The Philadelphia Human Relations Commission spearhead a city-wide information program aimed at improving understanding of the Puerto Rican community by the majority population of Philadelphia.

Education

The Pennsylvania State Advisory Committee recommends:

1. That the School District of Philadelphia keep accurate ethnic and racial statistics on school dropouts and look for the reasons for student dropouts.

2. That the School District of Philadelphia keep accurate ethnic and racial statistics on the number of students enrolled in each course of study at the high school level and those graduates entering college.

3. That the School District of Philadelphia begin to upgrade Puerto Rican teachers now in the system to administrative and supervisory positions, and/or recruit qualified Puerto Ricans from outside Philadelphia for these positions.

4. That the Division of Special Education of the School District of Philadelphia recruit Puerto Rican psychologists proficient in administering and analyzing standardized psychological exams in Spanish.

5. That the School District of Philadelphia offer special training to teachers and counselors in the proper evaluation and use of test data.

6. That the School District of Philadelphia assign its bilingual counselors as "itinerant counselors" to cover all schools with Spanish-speaking students until such time as an adequate number of bilingual counselors are recruited or trained.

7. That the School District of Philadelphia make it mandatory that before any action concerning a Spanish-speaking student is implemented, if proposed by a non-bilingual counselor, a bilingual counselor be made available to the concerned student to discuss the action.

8. That the Pennsylvania Commissioner of Education in conjunction with the School District of Philadelphia and Temple University establish an Institute for Bilingual Counselors, or expand the current

program of the Bilingual Teachers Institute to include training of counselors.

9. That the Pennsylvania State Department of Education and the School District of Philadelphia make all school forms and informational handouts available to Puerto Rican parents in Spanish.

10. That the School District of Philadelphia request and the Department of Health, Education, and Welfare (HEW) allocate additional Title VIII funds of the Elementary and Secondary Education Act to the School District of Philadelphia to implement dropout prevention programs both at the junior and senior high school levels.

11. That the Pennsylvania State Department of Education request and HEW allocate funds from the Education Professions Development Act (EPDA) for the establishment of an Institute for Bilingual Guidance Counselors and for the continuance of the Institute for Bilingual Administrators and the Institute for Bilingual Teachers.

Housing.

The Pennsylvania State Advisory Committee recommends:

1. That the City of Philadelphia, through the Philadelphia Human Relations Commission; the State of Pennsylvania, through the State Human Relations Commission; and the Federal Government, through the Department of Housing and Urban Development initiate programs to inform Spanish-speaking citizens of their rights under the various fair housing laws and regulations, and the agencies more effectively enforce those laws and regulations.

2. That the Philadelphia Housing Authority provide more scattered site housing units in the Puerto Rican communities.

3. That the Philadelphia Housing Authority step up its efforts to encourage Puerto Rican families to move into public housing.

4. That the Philadelphia Redevelopment Authority establish housing programs in the Puerto Rican community.

5. That the Philadelphia Housing Development Corporation increase its rehabilitation efforts in the Puerto Rican community, in light of its admitted dereliction with respect to this community.

6. That the Philadelphia Housing Authority, Philadelphia Housing Development Corporation, Philadelphia Redevelopment Authority, and the Philadelphia Area Office of HUD make concerted efforts to hire more Puerto Ricans, especially in policy making positions.

7. That the above mentioned housing agencies develop community relations programs aimed at informing and helping Puerto Ricans solve their housing problems.

8. That all city housing agencies produce and distribute printed materials in Spanish as well as English so that the Puerto Rican community may become aware of their activities and responsibilities.

9. That the funds, known for housing programs that would benefit Puerto Ricans, other minority groups and low income families, be released.

10. That HUD review its project selection criteria with special attention to the criterion dealing with the location of housing in racially impacted areas so that minorities are not hurt in the efforts to further integration.

11. That the Puerto Rican community form a non-profit housing corporation to enable it to seek city, State, and federal funds for housing rehabilitation and construction.

12. That the private sector be encouraged to invest in the rehabilitation of the Spring Garden and Near Northwest sections of Philadelphia, and provide housing at all income levels.